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### ABSTRACT

The philosophy of, and approach to, national socioeconomic development planning are discussed in this second annual report and review of the Canadian Council on Rural Development. The first chapter seeks to define essential elements of the question of development (1) by describing in broad terms some socioeconomic disparities which exist within the nation and (2) by citing certain problems raised by the continuing process of urbanization. The second chapter is a clarification of the concept of development itself, examining its essential components: planning, town and country planning, political and administrative structures, and integrated regional development. The third chapter, which is concerned both with the major problem of information and with citizen participation, seeks to delineate the federal government role in these matters. The fourth chapter formulates recommendations intended to create the conditions necessary for evolution of a developmental plan in which the whole nation can participate. Appendices relating to operation of the council include a financial statement; rules and procedure; statute, constitution, and mandate; and lists of officers, organization members, and individual members of the council. (JH)

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SECOND REPORT  
AND  
REVIEW

Some Major Problems

in

Regional Development

PC005053

CANADIAN COUNCIL ON RURAL DEVELOPMENT

1968

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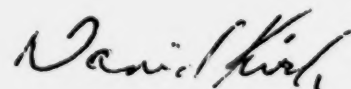
The Honourable Jean Marchand, P.C., M.P.,  
Minister of Forestry and Rural Development,  
Ottawa, Ontario.

Dear Mr. Minister:

I have the honour of submitting to you the Second Annual Report and Review of the Canadian Council on Rural Development.

This Report deals with certain key aspects of development, which seem to us of basic importance, and seeks to define the general principles which should inspire national policies of socio-economic development.

Yours very truly,

A handwritten signature in dark ink, appearing to read "David Kirk". The signature is fluid and cursive, with the first name "David" and last name "Kirk" clearly distinguishable.

David Kirk  
Chairman

Ottawa, September 1968

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## INTRODUCTION

The projected establishment of a Department of Regional Development represents an important landmark, not only in the federal approach to development matters, but also in the evolution of the corresponding administrative structures. The new department facilitates co-ordination of the operations of various other departments and agencies active in the development area and at the same time makes it possible for them to adopt a far broader and eclectic approach to the problems of development. It has been clear for some time that government development operations, particularly as represented by ARDA, and the FRED agreements, to be really efficient would have to embody a wider approach giving due importance to the relationship between the urban sector and the rural areas.

The Canadian Council on Rural Development, whose very name gives some indication of initial thinking in the area, has already in its First Annual Report and Review advocated a regional approach to the problems of development. It remains only for the CCRD to express pleasure at this outcome.

However, it cannot be denied that in order to resolve the pressing problem posed by the need for balanced nation-wide development it will not suffice merely to modify existing governmental structures. The difficult and complex work of the new department calls for

new thinking. A precise and integrated plan of action is called for, involving basic political decisions.

Arduous and worrisome as these tasks may seem, they cannot be avoided: this is one message that the Canadian Council on Rural Development would like to stress.

This review does not contain a series of concrete program proposals. These would require exhaustive and thoroughly documented studies. Thus far, the CCRD has not had the resources to undertake this kind of enterprise. Besides, at this juncture, such studies are not of most urgent concern; the problems of concepts and approach dealt with in this report seemed to be of first importance.

The members of the CCRD, quite early in their deliberations, came to the conclusion that, before undertaking specific and detailed studies, they should give first priority to the clarification of certain basic principles which might well subsequently have long-term effects on the course of national socio-economic development planning. It would have been not only useless but dangerous to try to rush things for, in their view, the problem of development is, without doubt, so difficult, so wide in its ramifications, that it is essential to first reach a consensus on underlying principles.

The following pages, the result of numerous discussions and consultations, set out the views of the CCRD on these principles. The review to some degree seeks to

outline a "philosophy of development" which might, in turn, serve to inspire, not only the development programs of the ministry, but also more specific research by the CCRD itself.

Whatever value is placed on this report we feel that recognition must be given to the discovery of a remarkable consensus on issues of prime importance among people otherwise distinguished by considerable diversity of experience, interests and geographical origin. That experts and representatives from so many different agencies and organizations were able to reach accord on the principles embodied in this report seems to us to offer a most encouraging indication regarding the possibilities of further joint efforts in tackling such complicated problems.

One subject which was assigned prime importance in the consultations and deliberations of the CCRD was the welfare of the people - of those really affected by the decisions of politicians, experts and development administrators. More particularly, the members of the Council sought to keep constantly in mind certain facts which, to many of our citizens, are the substance of their day to day lives, namely, interregional socio-economic disparities, the poverty and misery of parts of our population, the existence in our "affluent society" of life patterns raising progressively more and more serious problems regarding the quality of life in our society. We trust that this review to some extent

reflects these preoccupations and that it will make some contribution to bringing about the kind of economic, social administrative and political changes which will permit more efficient corrective measures to be applied in the sorry situations we have noted.

The first chapter of this review seeks to define the essential elements of the question of development by describing in broad terms some of the socio-economic disparities which exist within the nation, and also, by citing certain of the problems raised by the continuing process of urbanization. The second chapter is devoted to a clarification of the concept of development itself, examining its essential components: planning, town and country planning, political and administrative structures, and integrated regional development. The third chapter is concerned with the major problem of information and with "people-participation" and, also, seeks to delineate the role of the federal government in these matters. Finally, the fourth chapter formulates certain recommendations intended to create the conditions necessary for the evolution of a development plan in which the whole nation can participate.

CHAPTER I

THE NEED FOR  
A PHILOSOPHY OF DEVELOPMENT

REGIONAL DISPARITIES IN CANADA

1 In recent years, Canadians have become increasingly conscious of the social and economic disparities which persist between various groups and individuals in the country. These gaps have been posing a problem for many years and even constitute a threat to the unity and security of the nation. However, it is doubtful if we have even begun to find a remedy.

2 It is not our purpose, in this report, to indulge in lengthy statistical analyses. Since it was first founded, the Economic Council of Canada, in pursuance of its mandate, has been studying the problem, and it is still giving it attention.<sup>1</sup> We shall, however, extract some striking facts from its analysis of regional disparities as an example illustrating the magnitude of the problem.

3 A first consideration commands immediate attention. Any attempt to achieve a balanced economic development between regions in Canada compatible with the rapid development of the nation as a whole, meets with

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1. The Economic Council of Canada in its Fifth annual report has recently stressed with very considerable force the seriousness and urgency of the problem posed by poverty in Canada. These pages were already written by the time the ECC report was published. We are pleased to draw our readers' attention to the striking convergence of thinking on major issues which marks the report of the ECC and the present document.

special difficulties. Even relatively small industrial countries with well integrated economies have experienced and continue to experience considerable disparities in regional incomes and development. The vastness of Canada, the existence of certain geographic obstacles, the uneven distribution of the population on a narrow strip of land, the great diversity of the resources and economic structures of the main regions, are factors which account, to some extent at least, for very wide regional disparities. In some cases, ethnic and political factors are also influential. These considerations help to explain why efforts aimed at giving each region a fair share of the general economic development of the nation seem to have been largely ineffectual.<sup>1</sup>

4 Taking levels of personal per capita income as an index of regional economic disparity, it is clear that appreciable gaps have existed between regions for some forty years.<sup>2</sup> In fact, there are indications that these gaps already existed in much earlier days.<sup>3</sup>

5 Economic levels prevailing in British Columbia and Prince Edward Island, two provinces located at opposite extremities of Canada, can serve as examples. In 1927, personal per capita income in P.E.I. was \$248, or 56% of the Canadian average, whereas in B.C. it was \$535, or 121%

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1. ECONOMIC COUNCIL OF CANADA, Second Annual Review, 1965, P. 97.

2. ECC, First Annual Review, 1964, p. 27.

3. ECC, Second Annual Review, 1965, p. 102.

of the national average. By 1966, these levels were respectively \$1,376 or 64% of the national average, and \$2,438 or 114%. In this same year, Ontario incomes stood at \$2,454, or 115% of the Canadian average.

6 In New Brunswick, average personal incomes were approximately 62% of the national average in 1927; by 1947 they had climbed to 72%, but they fell back to 66% by 1963. In 1966, they stood at 69%.

7 The following Table and Chart show personal per capita incomes for each province and region, for the years 1962 to 1966 inclusive. Further, it should be borne in mind that considerable disparities in per capita income exist between regions in the same province.

8 Since 1926, the first year covered by the Economic Council Review<sup>1</sup>, real per capita income has risen very considerably (over 100%) and all regions have enjoyed some share of this increase. It is also true that the pattern of the regional growth rate for personal incomes has followed that of the national rate very closely. Since the last war, however, growth rates have increased in all regions, but the gap between rates has increased. In the Maritimes, for instance, the rate has been appreciably lower than elsewhere. Furthermore, federal transfer pay-

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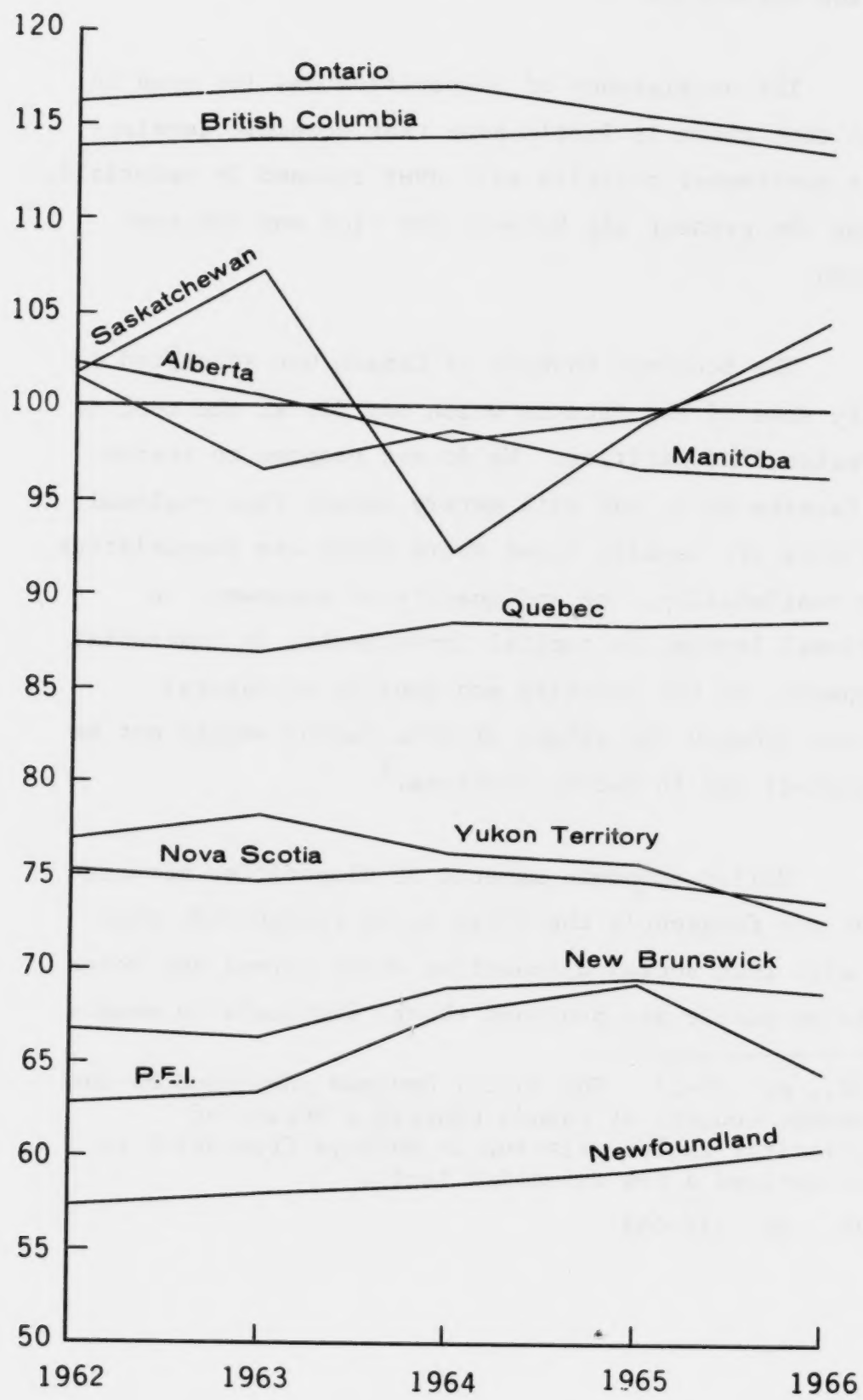
1. ECC, First Annual Review, 1964, p.26

PERSONAL PER CAPITA INCOME  
(in current \$)

|                                | <u>1962</u> |       | <u>1963</u> |       | <u>1964</u> |       | <u>1965</u> |       | <u>1966</u> |       |
|--------------------------------|-------------|-------|-------------|-------|-------------|-------|-------------|-------|-------------|-------|
|                                | \$          | %     | \$          | %     | \$          | %     | \$          | %     | \$          | %     |
| CANADA                         | 1,664       | 100.  | 1,739       | 100.  | 1,824       | 100.  | 1,983       | 100.  | 2,140       | 100.  |
| <u>BY PROVINCE AND REGION*</u> |             |       |             |       |             |       |             |       |             |       |
| Newfoundland                   | 955         | 57.4  | 1,006       | 57.8  | 1,065       | 58.4  | 1,173       | 59.2  | 1,287       | 60.1  |
| Prince Edward Island           | 1,047       | 62.9  | 1,103       | 63.4  | 1,234       | 67.7  | 1,370       | 69.1  | 1,376       | 64.3  |
| Nova Scotia                    | 1,252       | 75.2  | 1,298       | 74.6  | 1,370       | 75.1  | 1,485       | 74.9  | 1,575       | 73.6  |
| New Brunswick                  | 1,110       | 66.7  | 1,153       | 66.3  | 1,259       | 69.0  | 1,376       | 69.4  | 1,475       | 68.9  |
| MARITIMES                      | 1,124       | 67.5  | 1,170       | 67.3  | 1,252       | 68.6  | 1,366       | 68.9  | 1,460       | 68.2  |
| Quebec                         | 1,454       | 87.4  | 1,509       | 86.8  | 1,614       | 88.5  | 1,755       | 88.5  | 1,885       | 88.1  |
| Ontario                        | 1,932       | 116.1 | 2,031       | 116.8 | 2,134       | 117.0 | 2,295       | 115.7 | 2,454       | 114.7 |
| Manitoba                       | 1,688       | 101.4 | 1,683       | 96.8  | 1,801       | 98.7  | 1,919       | 96.8  | 2,054       | 96.0  |
| Saskatchewan                   | 1,695       | 101.9 | 1,867       | 107.4 | 1,683       | 92.3  | 1,966       | 99.1  | 2,238       | 104.6 |
| Alberta                        | 1,703       | 102.3 | 1,747       | 100.5 | 1,795       | 98.4  | 1,974       | 99.5  | 2,215       | 103.5 |
| PRAIRIES                       | 1,696       | 101.9 | 1,763       | 101.4 | 1,765       | 96.8  | 1,957       | 98.7  | 2,176       | 101.7 |
| British Columbia               | 1,892       | 113.7 | 1,986       | 114.2 | 2,087       | 114.4 | 2,281       | 115.0 | 2,438       | 113.9 |
| Yukon and N.W.T.               | 1,282       | 77.0  | 1,359       | 78.1  | 1,390       | 76.2  | 1,500       | 75.6  | 1,561       | 72.9  |

\* Based on D.B.S. data

# CHART



ments have assisted income growth to quite an extent, concealing the relatively unfavourable position of income producing activities.<sup>1</sup>

9           The persistence of disparities has led some to believe that there is little hope that economic development or government policies will ever succeed in materially reducing the present gap between the rich and the poor provinces.

10           The Economic Council of Canada has attempted to identify some of the factors which may lie at the root of interregional disparities. We do not propose to review these factors here, but will merely recall that regional disparities are usually found where there are inequalities in the availability, use and quality of manpower, in educational levels, in capital investments, in industrial development, in the quantity and quality of natural resources (though the weight of this factor should not be exaggerated) and in public services.<sup>2</sup>

11           Whilst economic aspects of disparities between regions are frequently the first to be recognized, they bring with them social disparities whose extent and whose effects on people are profound though difficult to assess.

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1. Ibid., pp. 26-27. The Annual Reviews published by the Economic Council of Canada contain a series of statistical tables relating to surveys from which we have derived a few essential facts.

2. Ibid., pp. 112-141.

Depressed areas suffer, not only from low incomes, but also from unemployment and under-employment - both of which may be quite substantial - from a widespread of lack of general education and vocational training, and from an insufficiency of health services, transportation facilities and other public services. No detailed statistics of such disparities are available, but an overall picture of the socio-economic situation of the country may be obtained by reference to the series of maps drawn up by the Federal Office of ARDA.<sup>1</sup> Reference may also be made to the series of documents drawn up by the Special Planning Secretariat on the characteristics of poverty in Canada.<sup>2</sup>

12 In drawing attention to these facts, the CCRD is not proposing to recommend policies aimed at maintaining a part of the population in non-viable regions, whilst attempting at all costs to eliminate disparities between these and the more privileged areas. Such, obviously, is not our purpose. We do feel, however, that the very magnitude of the problem should be properly assessed and that a solution should be sought in a more rational and sustained manner than in the past. Indeed, as time goes by, the elimination of economic disparities becomes ever more difficult and more costly to achieve. To a large extent,

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1. Cf. Economic and Social Disadvantage in Canada. Some Graphic Indicators of Location and Degree, Dept. of Forestry, October 1964.
  2. Cf. the series "Meeting Poverty" issued by the Special Planning Secretariat.

the trouble may lie in our general approach to the problem and in the particular measures which we have taken to solve it, though we recognize that federal programs such as ARDA, FRED and ADA are indications of a real concern to reduce the economic and social gap.

13       Actually, these disparities are part of a larger problem which poses a major challenge to our society. We refer to the extremely rapid and continuing changes in our social and economic environment. The trend in Canada is in the direction of an "affluent society", which each citizen can help to build and whose social benefits should be available as fairly as possible to all, in whatever region they may live. The wish to participate in the creation of such a society is dear to the heart of every Canadian. This vision is precious to him. If he is forced to renounce this vision through an excess of paternalistic and autocratic attitudes, he will pay the price in a loss of human dignity and self-esteem.

14       We have a duty now to face these changes and to help all Canadians to adapt to them. On this point there is ready agreement. It is undeniable that governments and people as a whole have realized the need to take up the challenge posed by the new society, and in particular, the duty to relieve the poverty which still afflicts too many Canadians. What we do not appear to have grasped quite so readily is the magnitude of the challenge and the fundamental nature of the changes required in our attitudes, our concepts, our programs, the tools we use to implement

them and in our government structures and approaches. We are still too attached to out-dated ideas, too accustomed to thinking in terms of traditional government processes. We are still at a loss for an intelligent and rational way of dealing with these changes.

15 In the view of the CCRD, the means adopted by the Federal Government and the provinces to solve this extremely complex and important problem are inadequate, and the methods employed continue to be too fragmented and uncoordinated.

16 In the following pages, we draw the attention of government and the public to some of the more important aspects of this problem and seek to define some of the principles on which common action should be based.

#### CANADIAN SOCIETY AND URBANIZATION

17 Before attempting to define principles for action, it may be useful to consider, as a further example of the problems faced by our society, a phenomenon of considerable magnitude and importance, with which our present policies seem quite unable to cope. We are referring to urbanization and to its consequences for Canadian society.

18 North American society, as we find it in Canada and the United States, is becoming an urbanized society. It is already 70% urbanized and the process continues.

This change is not dependent solely on the extension of our cities into surrounding once rural areas. Educational processes and the mass media are increasingly permeating our whole society with urban values, and life patterns. As the distinctive rural way of life loses ground our society becomes more homogenous in attitudes, needs and aspirations.<sup>1</sup>

19        The urbanization process continues with little or no examination of its profound social and economic implications. There is a lack of well defined policies and changes are taking place quite arbitrarily. There is no certainty that the Canadian people really wants the changes which are being allowed to take place, and, certainly, there seems to be no attempt to assess their consequences.

20        Already, some negative social and economic consequences are making themselves clearly felt. The tentacular growth of these cities provides a living environment which to many seems increasingly artificial and impersonal, and which, to a wide body of professional and informed opinion, appears productive of social malaise and personal maladjustment. Yet, we allow the trend to continue without questioning whether the society which is being created is capable of meeting our long term needs. It is by no means certain that we should live exclusively by city values.

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1. Cf. A. Tremblay et G. Fortin, Le comportement économique des familles salariées du Québec, Presse de l'Université Laval, 1963.

Possibly, we are losing sight of certain values which have been traditionally associated with the conditions of rural life and which may be essential to the economic, social and cultural development of the country. Present development programs and policies seem to be solely concerned with adjusting particular groups or areas to the conditions created by the economic imperatives of this unplanned urbanization process. We may shortly discover that this was a narrow, limiting approach and that we should have promoted a more balanced development, that would create a more livable and human environment.

21 For centuries, the rural world has preserved a set of social and cultural values which are being threatened by modern urbanization, but which many are nevertheless unwilling to give up. We are not referring to love of the country or of rural life as such, but to attachment to a kind of society in which social relationships are between people, rather than between incumbents of positions or functions. As recent studies have shown, attachment to these collective and individual values, and the need for personal relationships and full human contact, still persist in our modern society and seek to find expression in institutionalized forms. They emerge spontaneously in our great industrial centres, which had attempted to supplant them with impersonal and bureaucratic relationships.<sup>1</sup>

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1. See, for instance, YOUNG-WILMOTT, Family Kinship in East London, 1957; HENRI LEFEBVRE, Critique de la vie quotidienne, 2 vols, 1958; W.H. WHYTE, The Organization Man, 1957.

22        These values existed in our rural areas and we feel it is important to ensure that they can survive or emerge in an urban society. Even the most treasured principles of liberalism cannot excuse society and its leaders from taking over control of the process of urbanization. Society must redefine these values for an urban environment, and promote new social structures which will enable them to survive. We shall now give a brief outline of the principles which should serve as a basis for this approach.

## CHAPTER II

### TOWARDS A DEFINITION OF DEVELOPMENT

23 The major phenomenon of urbanization referred to above is a striking example of a process which governments and society have allowed to develop spontaneously, largely in response to the economic logic of the market place. But it is becoming increasingly clear to academics, planners, politicians and the public in general that society must redefine its aims, acquire more control of its destiny and direct its development.

24 This brings us to a consideration of the concepts of development, planning, and town and country planning which we shall now define for subsequent use in this report.

25 First, however, we must discuss a translation difficulty, for Bilingualism, after all, has its limitations.

26 The French language draws a clear distinction between the meanings of "aménagement", "développement" and "planification", whereas the English word "development" expresses what is meant both by "développement" and "aménagement". This is now accepted usage at ARDA and elsewhere. On the other hand, the word "planning" in certain contexts covers what the French refer to as "planification" and in

others what they refer to as "aménagement". The overlapping of meanings often leads to confusion.

27 In order to preserve the necessary distinctions, we propose the following equivalents:

|               |   |                           |
|---------------|---|---------------------------|
| développement | - | development               |
| planification | - | planning                  |
| aménagement   | - | town and country planning |

#### DEVELOPMENT

28 It is important to distinguish between the concept of economic growth and the concept of development. Economic growth may take place spontaneously with no other causative dynamic than the desire of individual entrepreneurs to add to their private store of wealth. The great expansion in British industry and commerce around the year 1800 is a case in point. In such situations the state, typically, plays only a minor and marginally facilitative role.

29 On a somewhat more sophisticated level the state may involve itself more positively in the process of economic growth. On this level the state assumes a centralistic dirigiste posture, making capital available at strategic points in the economy and setting sectoral output goals. This kind of situation is typified by the war economies of the democracies. Economic growth, whether unplanned or planned, may well have considerable influence

on the evolution of society but these social repercussions are not planned, nearly always unexpected and often regretted.

30           Development, on the other hand, is inherently a planned program of change, both economic and social. It represents the most sophisticated kind of growth in that it is early recognized that economic change and social change are intimately interconnected. Not only does economic change produce social change: generally, it is impossible without social change. Reciprocally, the cost of social change can only be met through economic advance.

31           Of course sweeping programs of socio-economic change have been introduced by authoritarian fiat. The transformation of Japan under the Meiji and the "forced-draft" introduced by Stalin in the U.S.S.R. in the twenties are illustrative examples.

32           Development, as the CCRD conceives it, is an entirely different operation from such directive exercises. Our view is an inherently democratic one in that the role of the people in framing the direction of national development is regarded as of paramount importance. To the maximum extent possible the public must be involved at all levels in the whole complex of decision-making implied by the acceptance of development as a national goal.

33           Development, therefore, differs from uncontrolled growth in that it implies the use of scientific knowledge

to control and manage nature and society. It also implies, according to circumstances, a more or less overt and outright criticism of economic liberalism, in that development is based on a growing awareness of existing inequalities and on the need to level them out by scientific manipulation of our social and economic forces.

34        We feel, therefore, that the very basis of development lies in the right and the power vested in society to define itself, to select its goals and objectives and to set the values it wishes to embody. This is perhaps the most abstract of all possible definitions, but it is also, we feel, the most realistic. Then again, it is sufficiently general to incorporate a number of components which we shall examine in greater detail later on in this report.

35        We have said that, as a preliminary to development, society must define itself. However, many definitions of the "ideal society" are put forward by the experts of the various disciplines (economists, sociologists, etc.), by politicians and by various groups within society. Each refers, within its limited context, to economic development, social development, rural, urban or regional development, and each definition is valid to the extent that it expresses the wish of the group to control the forces of nature and society. Each is incomplete, however, in that it covers only a sector or part of society, ignoring the interactions of the parts within the whole. We shall attempt, later on, to show why these various components must necessarily be integrated into a comprehensive concept of development, and

why, if this is to be done, participation, as the CCRD conceives it, is essential to development.

### PLANNING

36        The concepts of planning and development should not be confused, since the former is the means towards the latter. Planning is the rational process through which society achieves development. It is a complex process, which includes coming to decisions on objectives and taking the necessary steps to achieve them.

37        If development is both a shared value and a common objective, then planning is the process by which these values are given substance and these objectives are defined and achieved.

### TOWN AND COUNTRY PLANNING

38        A distinction must be drawn between development, planning, and town and country planning. The latter is a geographic application of planning, the implementation within a given area of a more comprehensive plan, with social, economic and political components.

39        The town and country plan must be implemented within a given territory. It must, of course, take many things into account: geographic features, soil analysis,

forest inventory, water resources, etc. However, this analysis of physical features does not itself constitute town and country planning, whose purpose is to give concrete expression within the area to economic, social and political decisions.

#### THE TWO STAGES OF PLANNING

40 Planning and plan implementation have intimate connections with two important governmental sectors - the political decision-making machinery on the one hand, and the administrative structure on the other. It is of real importance that a harmonious and productive relationship is established between the two in the context of planning, in spite of the problems involved in striking the right balance.

41 In order to assign to both political and administrative structures their proper functional responsibilities, and, also, to fully comprehend the way in which the operations of the one complement the operations of the other, it is important to make a basic, although often neglected, distinction between two phases of the planning process. These are:

- 1) Definition of planning objectives - on the political level.

2) Definition of implementary means - via  
the administrative machinery.<sup>1</sup>

42        These two phases call for the establishment of very different institutional structures. In our opinion the distinction just drawn provides a clear rationale for the necessity for full participation by the people in the planning process. We shall return to this point later.

(1) Definition of Planning Objectives -  
on the Political Level

43        The first stage of planning consists in reaching a consensus on the sort of society we wish to build. But the process for achieving a consensus must be political and as such is not simply a matter of scientific or logical deduction. Actually, a choice of values must be made.

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1. We have stressed the distinction between objectives and means in the belief that it is impossible to move towards a proper philosophy of development if the two are confused. In practice, however, it must be admitted it is far from easy to sort out the one from the other. What, to one man, may be an objective in itself - may, to another man, be only a means to some further goal - say power. In the same way, that which was originally considered an objective may, later on, come to be regarded as a means, in connection with some new more general goal. Nevertheless, in spite of difficulties that may be experienced in sorting out means and objectives in practice, for analytical purposes the distinction is of very real importance. And it should be borne in mind that confusion on the level of theory may result in unpredictable and damaging consequences, later on, on the action level.

44        A distinction must first be drawn between the actual choice of society's objectives and the political structures within which such choice is made. We can and we should be as rational as possible in setting up the structures which will enable the various groups to participate in decision-making. But the objectives of society cannot be selected in this rational way. We cannot, in other words, entrust the task of selecting society's objectives entirely to men of wisdom and of learning, nor to experts and technocrats.<sup>1</sup>

45        The taking of political decisions has become more complex in our modern pluralistic society, where consensus on values and objectives can no longer be taken for granted, but must be achieved. In traditional societies, and more particularly in rural societies, such consensus was a matter of tradition handed down with little change from generation to generation. But in a pluralistic society, whilst some groups still hold the traditional views of society, others see things differently for reasons connected with their professions, their urban or rural origins, their religious, philosophical, political or economic affiliations or for other reasons.

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1. It may be useful at this juncture to note that the "technical" expertise of which we are talking is not found only in the administrative structure of government. True the "expert" can lay claim to specialized knowledge: but there is also the specialized knowledge devised from experience. The true experts on poverty, for example, are the poor themselves. This fact is sometimes easily overlooked.

46        The unity of these groups is that of a mosaic wherein each element has its appointed place. But no group, however highly endowed, can reach a "logical" decision for the whole. Failure to understand this is perhaps the reason why contemporary society is witnessing the beginnings of social unrest in various countries.

47        These considerations lead us to two major conclusions:

the need for a policy of participation, and

the need for the dissemination of information.

#### A Policy of Participation

48        The idea of participation has caught on today. It is met with in the world of labour, of business, in student associations and in political circles. But it is still surrounded by a good deal of confusion.

49        In the field of development, all seem agreed on the absolute need for participation on the part of the people. But at this point a number of complex problems crop up. What basically is the justification for participation? Is it to be found in the magnanimity of those in power, or in a realization that without it development programs are doomed to failure? Again, should participation start at the planning stage of development or only at the stage of implementation? What type of

political and administrative structures must we set up to facilitate this participation? These are just some of the questions which have still to be fully answered.

50 In our view, the real justification for a policy of participation is the one we suggested earlier, to the effect that society, just like any individual, does not select its objectives on the basis of scientific deduction, but on the basis of the set of values by which its members live. In a pluralistic society, objectives result from the interplay of various sets of values, and the reconciliation of competing interests of the various groups in the society. In our increasingly technological and technocratic world, this is a point which cannot be overstressed, for, however abstract it may appear to some, it is actually the most concrete of facts, affecting the daily life and the future of each individual.

51 If we want to ensure that the various groups in society can participate in making the decisions which affect their destiny, we must greatly change our political structures and decision-making processes and set up new machinery through which such democratic participation can gradually be developed. In other words, we believe that the concept of development necessarily implies the participation of the people in the basic decisions governing the overall process.

### The Imperative Need for Information

52 Since participation by the people is a requirement for development, it follows that the people must necessarily have access to information.

53 In a technological and bureaucratized society such as ours, power tends to concentrate in the hands of those who are informed. The better the individual knows his environment, the better he is able to control it. This power finds concrete expression in the ability of the individual to impose his own objectives on other individuals or groups.

54 It follows that the complex process of selecting objectives in a pluralistic society becomes even more complicated when the various groups, each pursuing different objectives, do not all have access to the same information and knowledge, and consequently do not participate on an equal footing in the decision-making process.

55 To the extent that it is evident to our politicians that the participation of the people is a requirement for the socio-economic development of Canada, it must also be obvious that the supply of information to the people is a require-

ment for such participation. Any failure to furnish such information would result in society having to rely for major decisions on the experts, who alone would have the necessary information.

#### The Political Structures

56 Our remarks on participation and information bring us face to face with the difficult question of our political structures.

57 If we are to promote participation by the people, we must contemplate major restructuring of many of our political processes. Our existing electoral and parliamentary democracy is proving to be increasingly inadequate in face of the growing power of the expert and technocrat. Not only does the electorate entertain doubts about the adequacy of traditional electoral processes, but the elected themselves have misgivings as they consider the increasing power of the technocrats on the one hand the emergence, on the other hand, of an increasing variety of citizens' groups (Regional Councils and the like) whose purpose is to deal directly with government. The very role of our Members of Parliament is under reconsideration.

58 What are these structures which will enable all groups to participate in the common determination of objectives acceptable to all? This is a major problem with which the CCRD will be

increasingly concerned. Later on in this review, we shall attempt to point out certain avenues and to allocate certain responsibilities.

59 Consideration of the question of participation as well as the question of the need for development planning at the national level has led members of the CCRD to review the problem of the assignment of functional responsibility within the framework of the Canadian constitution. The two issues are in fact intimately related. Members of the CCRD are convinced that any study or reform of the existing Canadian constitution must take two requirements into account: the need for an overall socio-economic plan for the whole country and the need for participation of the Canadian people at the planning stage.<sup>1</sup>

60 In summary, then, one of the principal problems raised by development and planning is that of setting up political structures which will afford all sectors of society, whatever their degree of learning, an opportunity to participate in the selection of the objectives to be pursued. We repeat that the reason for this need is that the

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1. At this point, we wish to record the opinions of certain members of the CCRD. Whilst all members are agreed that any revision of the constitution should make allowance for the need for planning and for the participation of the people, some members are of the opinion that revision of the constitution is imperative in order to achieve efficient planning and genuine participation, others are not.

objectives of a society cannot be determined on the basis of pure logic and scientific deduction or expertise. The choice of objectives is determined by the values in which individuals and societies place their faith. Useful and necessary as experts and their various techniques may be, they must be made to serve these values instead of being required, as is too often the case, to teach us where to direct the efforts of a country or of a society.

(2) Definition of Implementary Means -  
via the Administrative Machinery

61        Planning does not stop at a definition of common objectives. It also involves the selection and the marshalling of the means to achieve them.

62        At this stage, the administrative machinery, which is quite distinct from the political structures, comes into play. The function and fundamental responsibility of the administration is to identify the whole range of possible means of achieving the objectives selected by society and of implementing the plan once it has been drawn up. It must present these for consideration by the people so that the public may be involved in the final basic decisions.

63        This raises the important problem of co-ordinating the administrative bodies within

and between governments. The problem arises immediately when one considers the question of the means to be employed and it tends to become even more acute when the time comes to make use of these means. We shall revert to this question at a later stage.

64        Again, as was pointed out earlier, the administration is often better informed than others and is therefore able to wield special powers. The result is that there is a frequent tendency to place administration in sole charge of planning. But this means that those who have the ability to select the means and implement the plan also exercise, de facto, the power of selecting society's objectives.

#### COMPREHENSIVE DEVELOPMENT

65        Many departments, both federal and provincial, are developing and implementing within their own sectors what are sometimes quite considerable projects without any prior coordination with other concerned agencies. Add to this the classic difficulty of integrating the policies of the two levels of government, and the result is that numbers of laws, plans and programs are being administered without reference to any real social and economic planning.

66        We must recognize, however, that in spite of its unavoidable shortcomings, ARDA is the only federal administration which has attempted to think in terms of comprehensive

development. But, the cooperation which numerous departments must give in implementing development programs implies real planning, based on well defined policies, aimed at clear objectives on the basis of well established priorities. It would seem that this type of planning is very difficult, if not impossible, to achieve within our present administrative and policy making processes.<sup>1</sup>

67 In point of fact, at the federal level, there is no coherent concept of development to serve as a guide for coordinating and apportioning the activities of the various departments.

68 Development must of necessity be comprehensive and integrated. Since development is the expression of the will of society to be master of its destiny, it must aim at serving the interests of all sectors of society with justice and equity. Intervention in any one area of activity necessarily has repercussions in all other areas. For instance, the consolidation of farms in a region cannot be undertaken without affecting other sectors of the economy and having consequences in such areas as migration, retraining, employment, housing, social security, etc. Governments must give due consideration to this interaction of their programs and coordinate their policies in a comprehensive, rather than a sectoral, approach to development problems.

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1. Cf. Hon. Maurice Sauvé, Planning and Politics in a World of Permanent Change, Speech to the St. George Kiwanis Club, Montréal, December 6, 1966.

69        It should be pointed out that these problems are not purely economic. Frequently, they are cultural, social or political. Experts in development, including the most conservative economists, are becoming increasingly aware that real development is an impossibility without some relatively basic changes in our social values and structures.<sup>1</sup> A first requirement is the creation of the conditions for social and political change. Real development is possible only after this transformation has taken place.

70        To take into account all these factors and aspects of development, it is necessary to have a well integrated plan based on coordinated policies. We have already described in general terms the various components of such planning and we shall now consider the role of the Federal Government.

71        The CCRD believes that the Federal Government's most urgent task is to set up, jointly with the provinces, coherent and unified machinery for planning and development policies. Even though the elaboration of town and country planning is essentially a provincial responsibility, the Federal Government must still show leadership and set up machinery for development on a country-wide basis. So far,

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1. See for example W.W. Rostow, The States of Economic Growth, Cambridge, Cambridge University Press, 1965.

Also David C. McClelland, The Achieving Society, Princeton, New Jersey. D. Van Nostrand Company Inc., 1961, and Daniel Lerner, The Passing of Traditional Society, New York, The Free Press of Glencoe, 1964.

one of the chief obstacles to development has been the inability of the Federal and Provincial Governments to share their responsibilities and to coordinate policies. We believe that the Federal Government should now take all available means to ensure that Canada as a whole, and the various provinces and regions in particular, is provided with a coherent and integrated development planning process.

72        To achieve integration of the policy development processes, the administrative structures which presently administer our various development programs will have to be far better coordinated than they are now. The Government of Canada should undertake some groundwork to pave the way for the necessary reforms. Such groundwork should consist in acquiring systematically all the information required for shaping coherent development policies. All senior officials of the Federal and Provincial Departments concerned would gradually be involved in this reassessment, leading to a consensus on the nature of development, the objectives to be sought, the priorities to be observed, the means to be employed and the structures to be created.

73        Clearly, this is no easy task. It may well prove to be the most difficult, since the subject is complex and ill-defined and because it will jolt the thought and work habits of many - in and out of Government - of those called upon to participate. The matter, however, is urgent. Unless we undertake this work, we shall have to carry on without a coherent plan, without coordination of effort and possibly with disastrous results for the well being of our society.

74        At a later stage, we shall propose the establishment of one particular institution which we think can make an essential contribution in this regard. Without venturing to prophesy the results such an organization might achieve, we should like to summarize the views of the CCRD on the more essential elements of the problem.

#### WELFARE AND DEVELOPMENT

75        Modern welfare legislation is the fruit of the recognition by the state that "charity", on the individual voluntary basis, was too fragmentized and inconsistent to meet the needs of modern mass society. The sick, the old, the unemployed, unable to provide for their own material wants, were accepted to some extent as economic wards of the state. Such systematic welfare legislation originated in Bismarck's Germany, quickly spread to other European countries and to North America and the complex of transfer payments in which it found expression became accepted as one of the characteristics of the modern state. It should be noted that a hallmark of such transfer payments was that they were absorbed in personal consumption.

76        From this basis, and in line with that tendency for the state constantly to extend the area of its operations which has thus far distinguished this century, government in the developed economies began to assume another new set of responsibilities. In discharging these responsibilities the state was not merely acting as

residuary legatee for necessary functions which traditional institutions somehow had failed to fulfil, but was acting positively and creatively in areas in which only government was in a position to operate. Thus government became involved in programs of public health, public recreation, urban renewal, adult education, etc. - all intended in one way or another to enhance the quality of life. In contrast to the older type of welfare expenditures which were dissipated in consumption these disbursements were in fact investments in social infrastructure.

77        Certainly such social investment programs represented a vital supplement to the earlier kind of welfare legislation attacking the causes and not merely the symptoms of poverty and deprivation.

78        Planned socio-economic development, as conceived by the CCRD, is however a kind of social undertaking of a totally different order, not only to welfare legislation, but also to the kind of social infrastructure investment mentioned above. The CCRD, as should be now be clear, insists not only that maximum national economic growth is possible only through economic planning, but, because economic development and social development are mutually interdependent, that optimal national growth is possible only through integrated socio-economic development planning.

79        A development policy is the expression of a determination to control the economic system with a view to achieving growth and a balanced distribution of this growth

throughout society. Consequently, it implies taking a comprehensive and integrated view of the objectives to be pursued and of the means of achieving them.

80        Basically, residual welfare policies seek to alleviate the ill effects of a system, whereas development policies aim at eliminating the very causes of inequality. Due to this difference, the approach in each case is fundamentally distinct, and on occasion quite opposite.

81        Unfortunately, the various levels of government frequently ignore this distinction, thus creating confusion both within the departments concerned and within the programs they administer. An attempt is made to pursue both welfare and development objectives simultaneously, and the failure to distinguish between the type of objective and means, combined with the lack of an integrated and operational development policy, results in failure to achieve the objective, as is clearly shown by the examples quoted above.

82        To distinguish is not to exclude, but merely to understand. In practice, both welfare and development policies are needed, chiefly because development policies cannot yield short term results. During the period separating the initiation of a development policy and the time it begins to yield results, part of the population - and in America the proportion seems to be increasing - is in desperate straits and needs help. For the present, therefore, we are led to combine development and welfare

policies, after having carefully distinguished between the two, and to assign to welfare a short-term supplementary role.

83        Furthermore, the interaction of these two types of policy must be considered and systematically coordinated. Otherwise, as we have already indicated, they may neutralize each other. An example of such action resulted from a certain manpower policy connected with retraining. Until quite recently, the retraining (development) policy and the unemployment assistance (welfare) policy were at odds, but once they were properly coordinated, the welfare policy contributed to development.

84        It should also be pointed out that development policies which do not integrate into an overall plan can produce negative results and develop a need for welfare. For example, if a well conceived development plan is implemented in one area, whilst other areas are neglected, it may well happen that farmers or others may be forced into bankruptcy or find themselves rejected by the economic system and be obliged to fall back on welfare. For example, if milk production is systematically increased in one area, more marginal producers in other areas may be forced out of farming and be reduced to dependence on welfare programs.

85        The above remarks concerning the requirement for a clear distinction between development and welfare policies and for coordination of the two confirm what we had to say earlier about the absolute need for comprehensive and integrated planning.

86        Finally, we should not lose sight of the fact that welfare policies, and social services in particular, will continue to be required by certain sections of the population. We need only point to the unhappy circumstances of certain persons in rural areas, who because of age or other reasons cannot take advantage of retraining programs. Society must continue to give economic support to these underprivileged people. But the margin between those who are at present benefiting from assistance programs and those who must unavoidably depend on them is still very large and should be eliminated by the combined action of development and welfare policies.

#### REGIONAL DEVELOPMENT

87        We mentioned earlier that a comprehensive or integrated approach to development should be adopted. But to be practical and effective, development should also cover an entire geographic area which can properly be regarded as a socio-economic entity.

88        Up to the present, specific development policies have aimed at our rural areas in particular, but we are now adopting a more comprehensive approach and extending the concept of regional development to include both rural and urban districts as an indivisible whole.

89        But, such general and integrated development policies must be adjusted to specific and determined cases,

and general programs must be designed so as to meet the requirements of particular regions.

90       The concept of a region, however, raises its own particular difficulties. A region is determined by reference to a large number of political, social and economic factors. For our present purposes, we shall adopt a very flexible definition in order to cover a variety of cases. We regard a region as a territorial unit, which occupies an intermediate position between the local and national levels, comprises a network of socio-economic activities focussed around a centre and which is capable of self-development. Functionally, regions should be such that they could fit neatly into a new map of the country in which the boundaries were drawn on the basis of local resources and of the communities and industries which they sustain.

91       The issues here are the difficult but necessary decisions relating to the distribution of populations, of the means of production and of economic activities. Inevitably, these entail a difficult and often painful choice between the requirements of capital in search of a maximum return and the cultural and social needs and aspirations of the people, which occasionally conflict.

92       At the national level, it has become customary to group certain provinces into regions: British Columbia, the Prairies, the Central Provinces, and the Atlantic Provinces. At that level, a role which only the Federal Government can assume, but which it is only partially filling at present,

is that of developing, together with the regions, an integrated socio-economic policy. The Government should also coordinate policy implementation in the regions comprising several provinces. This involves the basic task of achieving a balance in the economic development of these groups of provinces in order to reconcile varying economic objectives.

93 To achieve this, the Federal Government should attend to the creation of the basic machinery required to draw up a development plan for these regions. The provinces involved would, of course, share in developing the plan, but the Federal Government has a clear responsibility to ensure the existence of such a plan.

94 Apart from these multiprovincial regions, other regions sometimes referred to as sub-regions, exist within the provinces themselves. These are semi-autonomous areas, combining both urban and rural districts, which are capable of a large degree of economic and social self-development. In considering these regions, many factors come into play: size, population, level of economic activity, resources, etc.

95 Experience has shown, both in Canada and abroad, that the problems of development must be tackled at the appropriate regional level. The sub-region represents the smallest unit, beyond which it is no longer possible to view the facts and the problems objectively or to take effective action.

96        In this regional approach to research and action, it is impossible to separate the urban from the rural environment. Rural areas are becoming increasingly dependent on cities which act as centres of gravity and country dwellers are increasingly patterning their attitudes on those of the city dwellers. With the ever increasing efficiency of our communications and information media, whole sub-regions, some of them very large, are taking on the characteristics of our cities. Even though population density may be very low, these "cities" must now be considered as such and the appropriate development approach taken.

97        We are also led to reject the more restricted meaning of the term "rural development". We prefer to speak of "regional development" which includes both rural and urban districts. Rural development attempts to rationalize a particular sector of activity, chiefly farming. But realization of the fact that regional economies, even in the more developed areas, are not exclusively based on agriculture, brings home the need for planning and for comprehensive regional development. The CCRD is happy to see that the recognition of this very need has led recently to the establishment of the Department of Regional Development.

98        Such planning must include all resources and activities, taking care not to neglect the urban centres but using them as a base around which to organize the hinterland. A coordinated and integrated approach of this kind is vital, if the underdeveloped regions are to adapt to the requirements of a modern society, with the following basic characteristics:

- i) facilities for the rational and scientific organization of research and action to achieve objectives which have been democratically defined through a process of real participation;
- ii) industrialization, for a rational and efficient organization of production;
- iii) a sufficient concentration of production and consumption and, therefore, of services (education, leisure, medical care, etc.);
- iv) rationalization of government machinery and methods to eliminate arbitrary decisions and resist undue pressure for special advantage;
- v) systematically organized information and education for all, in order that citizens may take or influence the decisions which affect their destiny.

99        Such intra-provincial regions constitute ideal action areas, where men's needs can be met and their potentialities developed, the aim of such action being to coordinate the human and physical elements of the viable regions, under the aegis of overall federal and provincial policies, in harmony with the development of neighbouring regions and with that of the province and of the nation. To achieve this purpose, we must amend our political and social structures, improve land use and build more functional cities.

100        Since such regional programs clearly come largely under provincial jurisdiction, the Federal Government would be well advised to, as far as possible, refrain from placing reliance, for achieving its objectives, on administrative interventions, in fields of provincial jurisdiction, in the context of shared-cost programs. We believe that there has been a tendency in that direction. Such attempts are almost always artificial, unnecessarily costly and sometimes upsetting. However, before taking part in any joint program, the Federal Government should ensure that an integrated regional development plan has been drawn up, and should upon request be prepared to give technical assistance.

#### PRIORITIES

101        Planning and development will often involve choosing between different and sometimes opposite objectives, for instance between maximum national productivity and population or industry equilibrium between regions. The choice clearly depends on the values which society implicitly or explicitly decides to accept and promote. For some, the primary objective may be to achieve maximum national economic growth, in the belief that this will automatically best provide, at least on a long-term basis, for other needs (cultural and social development, interregional equilibrium, fair distribution of wealth).

102        The Canadian Council on Rural Development feels that, in itself, maximum economic growth is not a sufficient

objective, but that geographic distribution of wealth and territorial development on the basis of economic growth should also be taken into account. In its view, policy must evolve out of adequate regional development concepts and so avoid excessive emphasis on the single objective of maximizing economic growth. It believes that in development planning a sharp awareness of the importance of social goals and of the quality of life must be fostered. At the same time, the pursuit of economic objectives must receive adequate attention, not only at the national level, but also at the regional and local levels, with the public actively participating in the selection and pursuit of these goals. In the view of the CCRD, immediate steps should be taken to reduce the income disparities which continue to afflict the nation.

103        In our view, the basic objectives of development at the present time can be defined as follows:

104        to reduce income disparities, in other words achieve permanent improvement in the economic circumstances of individuals and groups whose share in the prosperity of the country is at present inadequate;

105        to achieve, for social and political reasons, a balanced distribution of population and economic activity between regions; this refers in particular to the provinces which are considered as regions, but also to areas or sub-regions within the provinces;

106        to improve, in the general interest, the  
overall economic performance of the nation;

107        to improve the social and physical environ-  
ment in order to promote better social and cultural  
living conditions and the quality of life.

## CHAPTER III

### PUBLIC PARTICIPATION AND INFORMATION

108        Some further consideration should be given to the concept of public participation, since it is basic to all that has been advanced so far on the subject of development. In our view, this is a vital matter, since no true social, cultural or economic development is possible without the active and effective participation of the people.

109        The Federal Government recognizes this necessity, but official documents setting forth this principle are so vague, that those who frame or administer development programs, whether at the provincial or regional levels, feel free to interpret them as they wish or to ignore them altogether. Indeed, as mentioned earlier, the whole question of the nature of public participation and of the methods and machinery it involves is still relatively obscure. Our purpose here is to suggest a few guidelines.

110        Before turning to the role the Federal Government should play in this field we shall first attempt to set forth some general principles.

## I - GENERAL PRINCIPLES

### (1) Participation

111 We have attempted to demonstrate the absolute need for public participation by recalling that neither society nor individuals select their objectives by reference to the knowledge of experts, but on the basis of values derived from experience.

112 To put it differently, the necessity for public participation in the choice of society's objectives and in the selection of criteria for the distribution of social wealth is based on the following convictions:

- i) Man has a right to participate in decisions which affect his destiny, both as an individual and as a member of the community.
- ii) To give up this right is tantamount to losing his dignity as a man.
- iii) Any attempt to determine the objectives of a plan or to draw up the plan itself without public participation not only condemns the plan to early defeat in face of insurmountable obstacles, but also deprives the people of a basic right.

- iv) Man, both as an individual and as the member of a group, not only has a right to participate, but he also has the ability to do so.

113       Unfortunately, this belief in the ability of individuals and of groups is often rejected, in fact, by persons in authority. Authoritarian attitudes in the fields of religion, education and politics, which prevailed in the system within which we were brought up, continue to inspire caution in the minds of many leaders and officials regarding what they consider to be an overly democratic approach. It is much simpler, they feel, quicker and more efficient, to rely on experts to draw up the development programs which the public needs. The misconception persists that if programs meet with resistance, they can be "sold", and that publicity campaigns can be relied on to achieve public acceptance post hoc.

114       In spite of such resistance, the idea is gaining ground, particularly within the younger generation. Young people through their associations are now claiming a share in the decisions which affect them, and are prepared to rise up if necessary to win back their freedoms from the bureaucracies which are, in their view, stripping man of his responsibilities.

(2) Community Development and Social Animation

115 In order to promote public participation, various government departments and agencies have been sponsoring community development programs during the past few years, and, more recently, social animation programs have appeared in the French-speaking areas.

116 We do not propose to enter into a lengthy analysis of these programs, nor to point up their differences, particularly with respect to their relationships with political and administrative structures. We shall, however, say a few words with a view to dispelling certain misunderstandings.

117 Officials responsible for development programs sometimes tend to wrongly identify people participation with social animation and indeed, with mere counselling. Motivating a group or a community is not the same as achieving people participation. Social animation and community development are merely techniques which help the public to participate rationally and effectively. They are, basically, among the methods which may be used to acquaint the public with democratic processes. Their chief purpose is to enable groups to take charge of their own affairs and to participate in the decisions which affect them.

118 Nor should these techniques be confused with the decision-making processes. The setting up of committees and the implementation of social animation

programs are not automatic solutions to the problem of participation. A local committee, just as any other council or commission, whether at the regional, provincial or national level, can only be useful or effective to the extent that political machinery is provided to give it an opportunity to be heard and to give advice, in other words to truly participate, in one way or another, in the making of decisions. This problem is by no means fictitious and a lot remains to be done to make participation effective through the establishment of appropriate institutional structures.<sup>1</sup>

119        A more serious misunderstanding should also be dispelled. Social animation and community development are not attempts by government to "sell" the public development plans or programs. This is clear from the fact that the aim of these techniques is to bring the public to participate in the decisions which affect them. Unfortunately, this may not have been so obvious in many cases where a desire to move rapidly to action led to the development of programs without public participation. In such a case, the only course apparently remaining is to attempt to convince the people that the programs are good and necessary. Which brings us back to the topic of information.

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1. During the coming year, the Canadian Council on Rural Development proposes to undertake a study of the important question of public participation, particularly within Regional Councils.

(3) Public Information

120        We have already attempted to show that, in our technological society, information and power go hand in hand and that it is necessary for information to be disseminated and effectively utilized to enable all groups to share in the selection of society's objectives. Some elaboration of this point is in order here.

121        In its present form, the "information" disseminated by certain departments is strongly reminiscent of propaganda. ARDA, as a case in point, spends large sums of money on informing the public about its achievements and about the opportunities it offers to farmers and others in depressed circumstances. We fail to see much difference between such "information" and advertising. The methods used are the same. Instead of furthering the instruction and education of the people to help them in the exercise of their democratic right to participate, such programs reflect a paternalistic attitude.

122        Genuine information does not aim at "selling" the people a development program drawn up without people participation; it aims at promoting such participation. To be capable of making an intelligent and realistic choice between the various solutions and policies offered, a community must be seriously and systematically informed. It must understand the various options, know the consequences of its decisions and realize how its own problems and circumstances relate to the broader interests of the province and the nation as a whole.

123        This type of information is essential to regional development. Without it there can be no interaction, no dialogue, no true participation. Any deficiency of information is liable to lead to a parallel inadequacy of the development programs themselves.

124        The role which information may play in the development process goes far beyond that of mere propaganda. Ideally, objective information should flow from government to people, and at the same time, "feed-back" information should flow from people to government. Such a system of information flows not only facilitates economic growth but brings government and people together so that national development takes on the nature of a great shared enterprise. Properly conceived information is the life blood of participatory democracy.<sup>1</sup>

## II - THE ROLE OF THE FEDERAL GOVERNMENT

125        While it is no easy matter to determine the precise role the Federal Government should play in the matter of people participation, community development or social animation, we feel that the following conclusions emerge quite clearly:

### (1) People Participation

126        Earlier in this report, we emphasized the need to set up new political machinery to facilitate true

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1. See for example LUCIAN W. PYE (Ed.), Communications and Political Development, Princeton, New Jersey, Princeton University Press, 1963, and Y. V. LAKSHMANA RAO, Communication and Development, Minneapolis, University of Minnesota Press, 1966.

participation. In this area, the Federal Government has a part which it alone can play.

127        Although the setting up of such machinery which involves the regional, provincial, and federal levels raises acute questions regarding the allocation of responsibilities, the Federal Government can promote its creation by ensuring that the participation requirements of Federal-Provincial agreements are met in respect of all joint development activities, such as the FRED programs. Participation by the people, as we have already pointed out, must be secured not only in respect of the choice of means but also with regard to the determination of the objectives to be sought. It is, therefore, essential that people participate, not only in the implementation of the development program, but also, from the very start, in the planning process.

128        At the national level, the Government should actively promote the setting up of machinery through which genuine joint planning for the country as a whole and for the various regions can be achieved. The Federal Government cannot undertake such planning alone, but we feel that it should lose no time in fostering the establishment of permanent machinery to draw up a national development program. The program, of course, must be developed in cooperation with the provinces. Indeed, in a pluralistic society such as ours, the provinces constitute a very necessary framework through which various cultural and economic groups can influence the development of general policy. The provincial and regional

political levels must be represented to achieve a consensus about national policies. We repeat, however, that it is up to the Federal Government to take all necessary steps to see that this joint planning machinery is set up.

129        We cannot overstress the importance of setting up, at all levels of government, political machinery through which effective public participation can be achieved. Without proper machinery, participation is but an empty word. We feel that the Federal Government has a responsibility for ensuring that such machinery is set up and for seeing that it is used to achieve true public participation in framing policy and in planning development.

130        Whenever a better informed and more educated public determines to take an active part in arriving at the decisions which concern it, instead of leaving this privilege and burden in the hands of the politicians and technocrats, new machinery to enable it to do so normally comes into being. Already, machinery of this type is being set up, in the form of regional councils, or "regional governments" which are attracting increasing attention in some areas of Canada.

131        It may be apt to note here that currently a relatively small number of citizens, through the medium of particular organizations of which they are members, participate fully in making decisions with regard to

these matters. Many other organizations play no part in the decision-making process. Even more removed from meaningful involvement in decision-making are those many relatively isolated individuals who are not members of any organizations whatever. This is particularly the case with the poor. As has been demonstrated in numerous studies, to be poor necessarily implies considerable difficulty in making one's small voice heard amid the chorus of organized pressure groups.

132        It is realized that this new form of participation and this new machinery will entail somewhat radical changes in our present political structures and government methods. We think that it would be unfortunate were these changes, which seem to be inevitable, to be allowed to develop arbitrarily. This is a matter which calls for particular attention and considerable study. Foresight, coordination and planning are required in this area.

133        Another point should be stressed. If the public should take an active and continuing part in the making of decisions which affect them, a considerable change of attitude will be needed on the part of officials and politicians, who until now may have had a more exclusive responsibility for making these decisions. Social and economic planning with public participation is a complex and demanding process. Those taking part need a special attitude, an integrated and dynamic approach to problems, detailed technical knowledge, an

ability to work jointly with the representatives of other organizations or professions towards the establishment of common objectives and the finding of adequate means of achieving them.

(2) Community Development and Social Animation

134        So far, there has been no systematic assessment of community development and social animation programs, which have been carrying on on their own. True, this is a new field, calling for a long-term approach and for experiment. However, we feel that it is both possible and necessary to aim right away for a minimum amount of coordination; to compare programs, methods and results; and to disseminate within regions the types of information which are necessary for the introduction of well designed, logical, coherent programs. At present, Canada has no adequate machinery for gathering and disseminating such information.

135        If development programs need community participation, then the content and implications of the concept should be defined in clear and logical terms, the need for participation should be demonstrated, the broad outline of the methods to be used should be indicated and its limitations pointed out.

136        Work along the above lines is both necessary and urgently required. There has been too much talk about public participation, without any attempt to undertake the systematic study we recommend. The tendency is to leave

everything to local responses to this need. However permissive and generous this approach may seem, it cannot serve indefinitely. We must define a genuine philosophy of Canadian participation. This is a task to which the Canadian Government should make a key contribution.

(3) Public Information

137        The role of the Federal Government in the matter of information should be complementary to the part it plays in the field of participation. The integral part of the information function in the participation process at all stages and levels cannot be overstressed. The first task is to develop a coherent information policy, with clearly established objectives, priorities and procedures, and to integrate it in the overall development and planning process. In this regard, it is impossible to underestimate the role of the mass media.<sup>1</sup> Here again, whilst it is true that the provinces and regions must enjoy full freedom to adjust to situations, needs and attitudes which vary according to circumstances, nevertheless the Federal Government should provide leadership and play a necessary part in the fields of research and coordination.

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1. For an excellent summary of the crucial role which positive and imaginative utilization of the new communications technology may play in development see, WILBUR SCHRAMM, Mass Media and National Development, Paris, Unesco, 1964. For more specific instances reference may be made to ROGER LOUIS and JOSEPH ROVAN, Television and Tele-Clubs in Rural Communities: An Experiment in France, Paris, Unesco, 1955. Social Education Through Television, Paris, Unesco, 1963. Rural Television in Japan, Paris, Unesco, 1960. See also: An African Experiment in Radio Forums for Rural Development, Ghana, 1964-1965, Paris, Unesco, 1968.

## RECOMMENDATIONS

138            Basically, our recommendations are as follows:

- i) The Federal Government should immediately set up permanent machinery through which the provinces can participate in the drawing up of a national development program.
- ii) Future Federal-Provincial agreement in the field of regional development should insist more explicitly on the need for public participation in the drawing up of plans and in the implementation of regional development programs.
- iii) The Federal Government should promote the setting up of provincial and regional machinery to achieve effective public participation.
- iv) Extensive research should be undertaken to determine what changes are required in the attitudes and understanding of the public and of officials, and in government machinery and methods.
- v) Government machinery should be such that the public can participate effectively in the decision-making process.
- vi) Social animation programs currently being implemented across the country should be systematically assessed.

- vii) Information objectives should be clearly defined and methods determined whereby information services can gather, collate and disseminate information and coordinate their activities with those of services dealing with research and social animation.
- viii) The nature of the information to be communicated to the people who participate in drawing up plans and implementing development programs should be defined.
- ix) The objectives to be achieved by disseminating information to the Canadian public in general should be clearly defined.

139 The Canadian Council on Rural Development is of the opinion that very special attention should be given to the whole question of public participation and information, in view of its very considerable cultural, socio-economic and political implications. Unless the scope and importance of this problem is recognized and unless the necessary new attitudes are adopted, our government leaders and officials will be unable to play their part in steering towards the common good what appears to be an irreversible trend emanating from the people.

## CHAPTER IV

### JOINT PLANNING

140        We feel that certain basic conclusions emerge clearly from what we have said so far in this review:

- i) There is an urgent need in Canada for national socio-economic development planning, which should be established by the Federal Government, with the help of the provinces and the active participation of the Canadian people.
- ii) There is also a pressing need for comprehensive and integrated development plans designed for regions.
- iii) A clear distinction should be drawn between development and welfare policies, and the two should then be coordinated.
- iv) A clear distinction should be drawn between the essentially political nature of the process required for defining development objectives and the nature and role of the administrative process in which expertise is mobilized to select and set in motion the means of implementing these objectives.

141        We have already suggested that, at the regional and provincial levels where the Federal Government shares the cost of development programs, it should promote the setting up of participation machinery to enable the public to take an active and effective part in development. At the national level, the Federal Government has the direct responsibility for arranging for the establishment of political structures<sup>1</sup> through which the provinces and the public in general can share in planning Canada's socio-economic development.

142        However, because of its complexity and novelty, this is no easy task. To carry it through, the first requirement, we believe, is to move towards a joint agreement on a clear and comprehensive concept of development. To this end, the Canadian Council on Rural Development recommends the creation of a Canadian Development Institute.

#### CANADIAN DEVELOPMENT INSTITUTE

143        We believe that the first requirement is for politicians, senior officials and leaders in all areas concerned, both within and outside government, to combine their knowledge and experience and, as far as possible,

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1. In this context, of course, the phrase "political structures" carries no connotation of partisan politics but refers to the kind of formalized decision-making institutions called for to facilitate the business of government in a new area.

to create the necessary conditions for the nation to move towards a consensus on the whole question of development policies. This will not happen spontaneously, and we are therefore convinced of the necessity to take positive steps to achieve this purpose.

144        The Institute would provide a vehicle to study the problems of development and the means of overcoming them, with a view to gradually developing a clear and integrated concept, in which all aspects of the question were duly considered. It would bring together, in seminars of some duration, persons who, by virtue of their experience or position, could participate both as experts and as students. They would work together with highly qualified specialists of various social, economic and government disciplines who would be brought in to explore varied and complex problems relating to the integrated development of the country, such as rural and urban regional development, government reorganization, public participation, etc.

145        We are not speaking here of a research institute, but rather of a centre where politicians, government officials, the leaders of non-government organizations and academics could examine problems which concern them all and to the solution of which each can and should contribute. Such action would gradually bring about the more profound understanding of the problems of development which is so desperately needed today.

146        In all circles, whether political, government or voluntary, and at all levels, persons in authority are

calling for the shaping of genuine development policies. The Institute we propose could play an important part in developing that deeper knowledge and understanding which might guide people's thinking towards a rational definition and implementation of such policies. For, unless we first reach a consensus on what is needed, we feel that it is pointless to hope that our policies or government machinery will achieve the development we truly desire. It is an illusion to believe that the rational and integrated development of a country such as Canada is a simple matter. On the contrary, we believe that it is a very complex problem and that the achievements to date of many government programs point up the need for hard and diligent thinking and courageous social innovation. Such would be the purpose of the Institute.

147        We do not believe that the normal machinery for negotiation and consultation between departments and between government and private organizations is adequate for the purposes we have in mind.

148        The essential thing, in our mind, is to give birth to a stream of political thought which will promote a more logical approach to fostering balanced social and economic development within the nation. We can create such a body of political thought, provided we have the machinery for the purpose.

149        The Institute, which should be a joint Federal-Provincial undertaking, under a highly qualified director,

would receive delegates from all over the country and, for the conduct of its seminars, would call on experts from various disciplines drawn from universities, business, government and voluntary organizations, both in Canada and abroad.

150        Basically, we feel that the creation of such an Institute is imperative in order to achieve three essential objectives:

- i)    planned socio-economic development of the country;
- ii)   joint planning;
- iii)   general public participation in determining objectives and development planning.

#### THE COORDINATION OF GOVERNMENT AGENCIES

151        In closing, consideration must be given to one particularly pressing problem which has been in existence for some years and which is the subject of frequent complaints right across the country. We refer to the inadequate coordination of government agencies responsible for administering development programs.

152        Despite the new opportunities provided by ARDA to partially fill the role of a coordinating agency, it is common knowledge that Canada has not succeeded in

integrating the policies and programs of the various departments and agencies engaged in development: Agriculture, Energy, Mines and Resources, Finance, Fisheries, Forestry and Rural Development, Indian Affairs and Northern Development, Industry, Manpower, National Health and Welfare, National Revenue, Public Works, Secretary of State, Commerce, Transport, etc.

153 Under the circumstances, it is not to be wondered at that there is often more goodwill than sound sense to be found in programs being implemented in various provinces of Canada. There is no legislative framework or Canadian program to which the Federal Government and the provinces can refer, in directing their efforts and coordinating them with those of other provinces and regions. The absence of a comprehensive outlook or plan has been demonstrated, for example, in the tendency for ARDA funds to be used solely for short-term programs, frequently with somewhat doubtful results.

154 Any attempt to coordinate and unify our administrative machinery can succeed only to the extent that we reach agreement on clear and concrete definitions of the objectives of development. We have already suggested as an important contribution to this goal the creation of a Canadian Development Institute which would bring together the Federal and Provincial governments, and the Canadian people generally through the channel of their voluntary organizations.

155 Once we have successfully defined our objectives, we will no doubt find it much easier to set up coherent govern-

ment machinery to marshal the means for development. Also, we shall be able to determine the administrative responsibilities of the Federal and Provincial governments. As agreement on objectives is achieved, it will be possible to make efficiency the criterion for the choice of means and for the sharing of responsibilities.

156        Action on these lines might also make it possible and desirable to eliminate certain Federal activities at Regional and Provincial levels. For instance, we feel that the part played by Federal Regional Directors or Coordinators is often somewhat ambiguous and needs to be carefully reassessed.

157        Just as a clear and precise definition of objectives is essential before the means of development can be selected, coordinated and put to work, so also any attempt to coordinate government machinery will fall short of its purpose until we have set up the political machinery which will enable the Canadian population as a whole to choose its development objectives. Because we do not have such participation machinery and because we have no integrated plan for the socio-economic development of the country, the pressure of short-term or partial needs has led us to accept the creation of government machinery and programs, which it is practically impossible to coordinate.

158        The need is to generate an overall development policy in the light of the principles we have attempted to set forth. Once this is done, it will be possible adequately to assess various agencies, to bring them into an integrated

framework, to standardize certain approaches and, if necessary, to eliminate others.

159 We, therefore, propose that the first step should be to set up the political machinery which will enable the Canadian people to take part in planning the development of the country. Obviously, this is a complex and time-consuming undertaking. We feel, however, that it is an essential step. Before all else, Canadian society must define itself by determining its development objectives.

## A P P E N D I C E S

### A P P E N D I X A

#### OFFICERS OF COUNCIL

**CHAIRMAN:**

Mr. David Kirk

**EXECUTIVE COMMITTEE:**

Mrs. W. H. Clark

Dr. Gérald Fortin

Rev. J. N. MacNeil

Dr. Pierre-Yves Pépin

Dean N. R. Richards

#### SECRETARIAT

**EXECUTIVE DIRECTOR:**

Dr. Gaëtan Daoust

**ASSISTANT EXECUTIVE DIRECTOR:**

Dr. Thomas H. Espie

**SECRETARY:**

Mrs. Thérèse Millette

## APPENDIX B

### ORGANIZATION MEMBERS

- Atlantic Provinces Economic Council  
Conseil économique des provinces de l'Atlantique  
PARKS, Mr. Arthur C., Director of Research
- Conseil d'orientation économique du Bas St-Laurent  
BELZILE, Mr. Charles Eugène, Director
- Fédération des Caisses Populaires Desjardins  
CHARRON, Mr. Paul Emile, Assistant Executive Director
- Federated Women's Institutes of Canada  
COATES, Mrs. Wells, Convener of Agriculture
- Institut canadien d'éducation des adultes  
LAFOREST, Mr. René, Member
- Confederation of National Trade Unions  
Confédération des syndicats Nationaux  
LEGARE, Mr. F. X., Regional Director
- Canadian Forestry Association  
Association forestière canadienne  
RAYNAULD, Mr. Robert R., President
- Canadian Chamber of Commerce  
Chambre de commerce du Canada  
SMALL, Mr. R. Lawrence, Member
- Union Catholique des Cultivateurs  
SOREL, Mr. Lionel, Executive President
- National Council of Women of Canada  
ABELL, Dr. Helen C., Member
- Canadian Welfare Council  
Conseil Canadien du Bien-Etre  
PORTAL-FOSTER, Dr. C. W., Director of Research

Conservation Council of Ontario  
BERRY, Dr. A. E., President

Indian-Eskimo Association  
Association esquimo-indienne,  
CLARK, Mrs. W. H., Past President

Canadian Labour Congress  
Congrès du travail du Canada  
FRYER, Mr. John L., Director of Research

Fisheries Council of Canada  
Conseil canadien des pêcheries  
O'BRIEN, Mr. C. Gordon, Manager

Co-operative Union of Canada  
Union cooperative du Canada  
SIEMENS, Mr. R. W., Director

National Farmers' Union of Canada  
Union nationale des agriculteurs  
ATKINSON, Mr. Roy., President

Canadian Association for Adult Education  
BAKER, Dr. Harold R., Member

Canadian Federation of Agriculture  
Fédération canadienne de l'agriculture  
BENTLEY, Mr. J. M., President

Canadian Wildlife Federation  
Fédération canadienne de la faune  
CUMMINGS, Mr. Gordon J., President

Western Canada Reclamation Association  
CARTER, Mr. T. R., Manager of South East Kelowna  
Irrigation District

## INDIVIDUAL MEMBERS

FORTIN, Dr. Gerald  
Director, Sociology Department  
Laval University

KIRK, Mr. David  
Executive Secretary  
Canadian Federation of Agriculture

MacKAY, Dr. Jean  
Home Economist  
Prince of Wales College

MacNEIL, Rev. J. N.  
Director, Extension Department  
St. Francis Xavier University

MORSE, Mr. Norman H.  
Professor and Director of Fisheries Research Project  
Department of Economics, Dalhousie University

PEPIN, Dr. Pierre-Yves  
Professor, Institute of Town Planning  
University of Montreal

RICHARDS, Dr. N. R.  
Dean of Ontario Agricultural College  
University of Guelph

RUTHERFORD, Brig. T. J.  
Past Chairman  
Farm Credit Corporation

SNOWDEN, Mr. Donald  
Director of Extension Service  
Memorial University of Newfoundland

VAN VLIET, Dr. H.  
Professor and Head of the Department  
of Agricultural Economics  
University of Saskatchewan

## APPENDIX C

### STATUTE, CONSTITUTION AND MANDATE

#### COUNCIL

There shall be a national advisory council on rural development which shall advise the Rural Development Administration and the Minister of Forestry for Canada on rural development questions, and which shall be called alternately The Canadian Council on Rural Development or Le Conseil Canadien de l'Aménagement Rural.

#### MEMBERSHIP

This Council shall consist of not less than 25 persons or more than 40 persons.

#### DISTRIBUTION

There shall be no formal provincial representation on the Council but normally, Council should have members from all Provinces in Canada.

#### COMPOSITION OF COUNCIL

Associations and organizations in Canada interested in rural development, and to be designated by the Minister of Forestry, shall each be invited to name one member to the Council. Persons so named shall constitute no less than half of the Council at any time. Each organization or association may review its representation on Council annually and report to the Minister its appointment to Council for the coming year. The remainder of the members shall be named by the Minister.

#### TERM OF OFFICE

The Minister shall invite associations and organizations to participate in the Council for an initial period of three years. Individual members named by the Minister shall be named for an initial period of two years. No member of the Council shall be excluded from reappointment.

#### CHAIRMAN

A Chairman shall be appointed from the membership by a majority vote of Council. The Chairman shall hold office for two years and may be elected for more than one term.

#### EXECUTIVE

There shall be an Executive Committee consisting of five members of Council appointed from the membership for a period of two years.

#### MEMBERSHIP EXCLUSION

No member of the Council shall have an employee relationship with the Government of Canada or with the Government of any Province of Canada.

#### ASSOCIATIONS AND ORGANIZATIONS

The Council shall look to association representatives to keep the Council informed of the views and concerns of their organizations, on rural development problems as those organizations see them, in light of the Council's continuing work and findings.

#### FUNCTION AND PURPOSE

The general role of the Council will be to advise the Minister on the scope, direction and implementation of Canada's rural development program and policy. Within this general framework the Council would fulfill several important functions, chief among which would be:

- (1) To consider specific questions referred to it by the Minister.
- (2) To provide a forum for the expression of views, comments and suggestions by national organizations with a direct and active interest in rural development, and to provide a vehicle for the orderly transmission of these views to the Minister.
- (3) To facilitate consultation between the Minister and leading experts in the various disciplines connected with rural development by providing a permanent structure for such consultation.

- (4) To ensure continuity and coherence in Canada's long-term rural development policy.
- (5) To facilitate public understanding -- particularly academic and organizational -- of Canada's rural development program.

#### REFERENCE TO COUNCIL

The Minister may refer to the Council for its consideration and advice such questions relating to the operation of the Rural Development program or such other questions as he desires. The Council shall, following such reference, estimate when it will complete its investigation and forward a reply.

#### INITIATION OF EXAMINATIONS BY COUNCIL

In addition to investigating and reporting upon all matters referred to it by the Minister the Council may investigate such other matters relating to rural development as may be decided by a majority vote of the Council.

#### QUORUM

A quorum shall consist of half of the membership of the Council, plus one.

#### PROCEDURE

The Council may make rules for regulating its proceedings and the performance of its functions and may provide therein for the delegation of any of its duties to any special or standing committees of its members.

#### STAFF

The Minister may provide the Council, from the public service of Canada, with such technical, professional, secretarial and other assistance as the Council may require.

#### INFORMATION

The Minister shall make available to the Council such information as the Council reasonably requires for the proper discharge of its functions.

#### TRAVELLING EXPENSES AND PER DIEM ALLOWANCES

Members shall serve without remuneration, but each member is entitled to be paid his normal travelling expenses incurred, with the approval of the Minister, in connection with the work of the Council and may, with the approval of the Minister, be paid an honorarium of fifty dollars for each day he is necessarily absent from his home in connection with such work.

#### MEETINGS

The Council shall meet at the call of the Chairman, which may be in response to a request from the Minister. The Council shall meet at least twice a year.

#### MINISTER ADVISED

The Minister shall be advised of all meetings of the Council and all committee meetings of the Council and shall receive all reports and proceedings of such meetings.

#### MINISTER MAY ATTEND

Minister and/or his designated representatives may attend meetings of the Council and committee meetings of the Council.

#### OBSERVERS

The Chairman may invite observers to Council meetings and shall consult with the Minister as appropriate.

#### STUDIES AND OTHER INVESTMENTS

- (1) Council may, at its own discretion, undertake studies which shall be financed from the budget of Council as established annually;
- (2) Council may ask the ARDA Administration to finance and carry out studies on its behalf in co-operation with Council; and
- (3) Council may recommend that the ARDA Administration finance and carry out studies,

but, in the case of (2) or (3), should the Minister not approve a request for a study, he shall outline the reasons for such rejection in a letter to the Chairman of the Council.

#### PUBLICATION OF FINDINGS AND VIEWS

The Council shall be free to publish its views and reports and the results of any studies in which it has participated or which it has had prepared on its account after these have been presented to the Minister. The Council shall prepare and publish an annual report.

#### COUNCIL YEAR

A year in these Terms of Reference shall mean twelve months beginning April 1 and ending March 31.

Adopted by the Canadian Council on Rural Development in Ottawa at its meeting April 14, 1966.

Approved and signed by:

Signed by:

Maurice Sauvé,  
Minister of Forestry.

N. R. Richards,  
Chairman of the  
Canadian Council  
on Rural Development

## A P P E N D I X   D

### RULES AND PROCEDURE

#### RECOMMENDATIONS

Council will make recommendations only on the basis of work considered by Council.

#### PUBLICATIONS

Council will publish all findings and recommendations as well as the supporting material upon which the findings and recommendations are based.

All contracts let by Council shall reserve for Council all rights of publication.

#### PUBLIC STATEMENTS

The Chairman, in consultation with the Executive, may make official statements in public but, in general, the media of communication will be official publications or reports.

#### CONTRACTS AWARDED BY THE COUNCIL

No member of Council should be under contract to Council nor should assume a major share of any Council study.

Association with a university or other institution under contract with Council does not automatically disqualify anyone from sitting on Council. The Chairman must judge whether the relationships arising from the contract will constitute a conflict of interest.

Council members can accept fees and expenses from a Council contractor providing these fees do not constitute a major share of the contract cost.

#### MEMBERS OF COMMITTEES

Members of committees established by Council shall be appointed by the Chairman on the advice of the Executive Committee.

Membership of such committees shall consist only of members of Council, but this will not in any way restrict the use of advisors who are not members of Council.

Each year the Chairman, on the advice of the Executive Committee, has the privilege of reviewing the nominations of members sitting on committees established by Council.

#### ATTENDANCE

Council expects regular attendance by delegates of member organizations and individual members but recognizes that absence will occur. Too frequent or consistent absenteeism on the part of a delegate or an individual member would, however, denote a lack of seriousness toward the deliberations of Council.

In the case where a delegate or an individual member is frequently or consistently absent from Council meetings the Executive Committee may report the case to the Honourable Minister of Forestry.

#### ALTERNATES

##### A) Members representing organizations.

Since:

- i) it would be preferable to have only one official representative for each of the organizations that are members of Council in order to ensure continuity of participation,
- ii) it is not always possible in practice to meet this requirement,
- iii) the most important thing is to make sure that organizations take part in the discussions and activities of Council

each organization may name one representative who may sit on Council as an alternative for the official representative already appointed.

The attendance of an alternative will be considered by Council as an exceptional measure, which, too often repeated, would denote, on the part of an organization, a lack of seriousness toward the deliberations of Council.

In the case of too frequent use of this practice by one or several organizations, the Executive Committee may report the case to the Honourable Minister of Forestry.

**B) Individual members.**

Since the criteria taken into consideration in the selection of people appointed as individual members are more closely related to the individual himself, under no circumstances could individual members of the Council be replaced by a substitute.

**C) Members of Executive and Projects Committees.**

Since:

- i) the specific nature of the tasks of the Executive and ad hoc or standing committees,
- ii) the relatively restricted number of members sitting of Executive and ad hoc or standing committees,
- iii) a continuity in the participation of members of Executive and ad hoc or standing committees,

under no circumstances should members of these committees be replaced by alternates.

**ELECTIONS TO CHAIRMANSHIP AND EXECUTIVE COMMITTEE**

**A) Nominations.**

A form will be sent to each Council member indicating that he may nominate one person for Chairman and five others for positions on the Executive Committee.

B) Candidacy.

The Executive Director will contact each member who has been nominated to determine whether the member will stand for election, as nominated, to be Chairman or for member of the Executive Committee.

C) Election.

The election for Chairman will be held first.

i) Election to Chairmanship.

Ballots on which will appear the names of candidates for the Chairmanship will be distributed to members. Each member will vote for a candidate by marking an "X" in one block on the ballot that has been given to him. All ballots will then be counted by the Executive Director and the Assistant Executive Director acting as returning officers. The candidate receiving the most votes will be declared elected.

In case of a tie election, the Executive Director will name those who have tied and another election will be held to decide between them. The process will be continued until the tie is broken and a candidate declared elected.

When the Chairman has been elected, all other candidates who have been proposed for the Chairmanship will automatically become candidates for the election of Executive Committee.

ii) Election to Executive Committee.

The name of the elected candidate for Chairman will then be removed from the ballot for Executive Committee.

Ballots, on which will appear the names of candidates for membership on the Executive Committee will be distributed to members.

Each member will vote for five candidates by marking an "X" in five blocks on the ballot that has been given to him. All ballots will then be counted by the Executive Director and the Assistant Executive Director acting as returning officers. The five candidates receiving the most votes will be declared elected.

In the case of a tie election for the last position on the Executive Committee, the Executive Director will name candidates who have tied and another election will be held to decide between them. The process will be continued until the tie is broken and a candidate declared elected.

#### DUTIES OF THE EXECUTIVE DIRECTOR

The Executive Director shall carry out the duties outlined for him in the "Statement of Duties" for his position and he shall be responsible for the management of the Secretariat.

In respect of the relationship between Council and the Rural Development Branch of the Department of Forestry, the Executive Director shall particularly keep informed on policy problems, principles and alternatives under discussion by that Branch. He may, at his discretion, attend all discussions on policy matters to which he is invited by the Branch, provided such participation in no way implies commitment by Council to any policy or program. He shall inform Council of the nature of these problems, principles and alternatives as they evolve, and recommendations respecting future programs of work.

## APPENDIX E

### STATEMENT OF EXPENSES

|                                                                                                                                                |              |
|------------------------------------------------------------------------------------------------------------------------------------------------|--------------|
| Administration .....                                                                                                                           | \$ 17,106.36 |
| Travelling expenses, honoraria,<br>meeting rooms rental, rental of<br>translation equipment, inter-<br>preters and related expenses, etc. .... | \$ 54,951.13 |
| Contract fees .....                                                                                                                            | \$ 27,959.35 |
| Revising and editing of texts .....                                                                                                            | \$ 2,016.35  |
| Printing .....                                                                                                                                 | \$ 5,199.60  |
| <hr/>                                                                                                                                          |              |
| TOTAL                                                                                                                                          | \$107,232.79 |